

State of Illinois



Disaster Housing Annex I

July 2012

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FOREWORD

The State of Illinois *Disaster Housing Annex* was developed in cooperation with the Illinois Housing Task Force, state agencies and the Illinois Emergency Management Agency. The *Disaster Housing Annex* describes the process to coordinate disaster housing options and strategies in Illinois. The magnitude of the disaster and the specific types of need that are identified will determine the types of disaster housing that may be required to house disaster survivors. This *Annex* may be implemented for housing missions in any part of the state which has been declared a major disaster which warrants federal disaster assistance under the Stafford Act.

Housing options may include assistance provided under the Individuals and Households Program (IHP) in the form of grants to repair homes or for rental assistance while the home is repaired in the short term. In the long-term, a possible housing option may necessitate the development of a community site for temporary housing units. In addition, other State of Illinois programs may be implemented to provide housing options for disaster survivors.

Housing strategies will be determined during the development of a state led, disaster specific Comprehensive Disaster Housing Plan (CDHP) in conjunction with the local communities that have been affected by the disaster. The CDHP will detail how to address the housing needs of disaster survivors which will enable individuals, households and communities to return to normalcy following a disaster.

This *Annex* facilitates the delivery of state assistance to support local governments as they deal with the task of providing housing to a large number of individuals based on the magnitude of the disaster. This *Annex* outlines the policies, concept of operations, organizational structures and local-state-federal interfaces. It is designed to guide the State of Illinois' supplemental and supportive efforts with the local community during recovery.

This *Annex* serves to document the anticipated disaster housing options and strategies that may be utilized during recovery efforts in the State of Illinois to provide disaster housing assistance to disaster survivors.

A continuous effort is required to update and enhance this *Annex* based on lessons learned from exercises and actual recovery operations. Concepts for providing disaster housing to the citizens of Illinois will continually be developed in collaboration with the State of Illinois and the local community.

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Disaster Housing Annex

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State of Illinois

Disaster Housing Annex

I. Introduction

The *Disaster Housing Annex* describes the State of Illinois approach to provide interim and/or permanent housing to the citizens of Illinois as the result of a disaster necessitating the relocation of a large number of people. Past disasters in Illinois have resulted in the need for various forms of disaster housing options and strategies for local communities, individuals and families affected by a disaster. While the majority of the disaster housing options implemented in Illinois in the past have been temporary in nature, this *Annex* will address the possibility that permanent housing may have to be provided to large numbers of individuals who may be affected as the result of a catastrophic disaster.

This *Annex* will be administered by the Ad hoc Disaster Housing Work Group (ADHWG) which will operate in conjunction with the Illinois Emergency Management Agency (IEMA) and the Illinois Housing Task Force (IHTF). The ADHWG is tasked with providing the coordination and implementation of various housing programs as required based on the magnitude of the disaster and the specific types of needs that are identified for a major disaster which warrants federal disaster assistance within the State of Illinois.

The ADHWG will coordinate activities at the time of a disaster requiring implementation of this *Annex* with the National Disaster Housing Task Force (NDHTF). The NDHTF will assist the ADHWG in the preparation of a state led, Comprehensive Disaster Housing Plan (CDHP) for the specific disaster which includes community input from each affected jurisdiction. The CDHP will involve entities from the local community to include, but not limited to, local government officials, public housing authorities, emergency management, private sector representatives from the affected jurisdiction, and individuals from schools, churches, non-governmental organizations (NGOs) and volunteer organizations.

A. Purpose

This *Annex* describes the concept of how disaster housing will be provided to the citizens of Illinois as a result of a major disaster that affects the state. It identifies the state agencies which have a role in developing, maintaining and implementing this *Annex*. In addition, the local community has a significant role to play in this *Annex*.

This *Annex* provides guidance on the role of the ADHWG with respect to the disaster housing phases on an interim and permanent basis. However,

it does not pertain to the short-term sheltering phase as a result of a disaster which is detailed in the Illinois Emergency Operations Plans (IEOP) ESF-6, Mass Care Annex.

This *Annex* incorporates the provisions of the National Response Framework (NRF), the National Disaster Recovery Framework (NDRF) and the National Disaster Housing Strategy (NDHS) and is consistent with the National Incident Management System (NIMS).

B. Goals

The State of Illinois has established the following goals for determining the disaster housing options and strategies to utilize during a disaster:

1. Affirm and fulfill fundamental disaster housing responsibilities and roles.
2. Increase our collective understanding and ability to meet the needs of disaster survivors and affected communities.
3. Better integrate disaster housing assistance with related community support services and long-term recovery efforts.
4. Evaluate and determine improvements to this *Annex* to support individuals, families and communities in returning to their previous level of self-sufficiency as quickly as possible.
5. Build capabilities to provide a broad range of flexible disaster housing options and strategies for the Interim and Permanent Housing Phases.
6. Improve disaster housing planning to better recover from disasters.

C. Background

The State of Illinois has experienced numerous disasters over the years which required the use of various disaster housing options and strategies. One example cited is the Midwest Floods of 1993. This disaster reflects the need that is created for housing individuals and families that have been affected. It also shows how quickly decisions must be made regarding disaster housing options and strategies.

Various housing options were utilized by the State of Illinois as a result of the Midwest Floods of 1993. Temporary housing was provided through the Federal Emergency Management Agency (FEMA) Housing Assistance Program (mobile homes and travel trailers). Units were placed at the

damaged residence which allowed the disaster survivor to maintain their connection with the community during the rebuilding process. Another option placed the units in community sites that were developed from the ground up.

During the Midwest Floods of 1993, the State of Illinois received 38,000 applications for emergency housing assistance. Approximately 730 mobile homes were sited and occupied at six sites in Illinois. Property and economic damages were estimated to amount to more than \$1 billion dollars (1993 dollars).¹ Housing damage in the State of Illinois was estimated to be \$47 million dollars (1993 dollars) with a total of 16,309 persons displaced. Out of 102 counties in Illinois, 39 were declared major disasters.²

As a result of the 1993 Midwest floods, the Village of Valmeyer (pre-flood population 900) was under nearly 20 feet of water. The County's regional planning committee drew up five housing strategies for the future of the Village of Valmeyer. The strategy that was accepted by the townspeople was "Agricultural sector rebuilding and total community relocation"³. The Village of Valmeyer utilized the FEMA Hazard Mitigation Program in order to buy-out the homes of residents who were interested in moving out of the floodplain. A majority of the residents chose to relocate to the new Valmeyer during the initial planning stage. Numerous funding sources were utilized for this initiative including federal, state, local and private. Assistance was also provided by the Working Group on Sustainable Redevelopment.⁴

Another disaster that could potentially affect the State of Illinois is a catastrophic earthquake in the southern part of the state either on the New Madrid Seismic Zone (NMSZ) or on the Wabash Valley Seismic Zone (WVSZ). Below is information that has been compiled in recent studies which reflect the effects of a catastrophic earthquake in Southern Illinois.

Recent studies completed by the Mid-America Earthquake Center (MAE Center) have indicated that a magnitude 7.7 (M_w 7.7) earthquake on the New Madrid Seismic Zone (NMSZ) may result in over 185,000 people seeking shelter, 100,000 households without potable water service, 235,000 households without electricity, and 44,500 buildings damaged in

¹ Governor's Workshop on The Great Flood of 1993: Long-Term Approach to the Management of the Mississippi and Illinois Rivers Including Lessons Learned and information Gaps, March 1, 1994

² Interagency Hazard Mitigation Team Report, FEMA-DR-997-IL

³ Operation Fresh Start, Project of the National Center for Appropriate Technology, 2006

⁴ Out of the Mud, Sustainable redevelopment of flood damaged towns, by Gil Friend, Fall 1994

Illinois. Direct economic losses could exceed \$44 billion.⁵ The study included data for all Illinois counties with the biggest impact being in the 27 most southern counties of Illinois. Relocation of individuals affected by a NMSZ earthquake may result in moving individuals to areas north of the impact zone as neighboring states may also be affected. A housing strategy for a disaster of this magnitude will bring many issues with it that must be addressed by the local community and the State of Illinois with regards to the well-being of citizens.

Determining the best disaster housing options and strategies in a catastrophic disaster such as that studied by the MAE Center will require the local community and the State of Illinois to reach decisions which will have long-term economic, political, environmental and social implications for the citizens of Illinois.

D. Scope

This *Annex* is designed to be flexible so implementation can be dictated by the need and magnitude of the disaster. This flexibility may be as simple as providing rental assistance for a one or two month period or it may be as complex as having to develop a community site to provide housing to a large number of displaced disaster survivors in manufactured homes (i.e., mobile homes or travel trailers). As a result, the types of disaster housing options and strategies needed during the long-term recovery effort will also need to be flexible. In addition, this *Annex* contains the key principles and policies that guide the disaster housing process for the State of Illinois.

This *Annex* has been developed under the authority of the Illinois Emergency Management Agency Act (20 ILCS 3305). It may be used to supplement other plans in order to provide effective and coordinated disaster housing activities upon implementation by the Governor. The *Disaster Housing Annex* is an annex to the State of Illinois Disaster Recovery Plan.

This *Annex* will also adhere to the provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended, 42 U.S.C. 5121-5207 and related authorities).

II. Critical Considerations

- A. All disasters start at the local level and the disaster housing options and strategies that are utilized as a result of a disaster must be coordinated with

⁵ New Madrid Seismic Zone Catastrophic Earthquake Response Planning Project, Impact of New Madrid Seismic Zone Earthquake on the Central US, State of Illinois, Mid-America Earthquake Center Report No. 09-03, October 2009

the local community to include, but not limited to, local government officials, public housing authorities, emergency management staff, private sector representatives from the affected jurisdiction, and individuals from schools, churches, non-governmental organizations and volunteer organizations in order to determine the various programs available to attain the desired outcomes.

- B. Disaster housing options and strategies available for use will be affected based on the level and availability of police, fire, schools, jobs, businesses, utilities, transportation, and medical services to support individuals and families in need of housing in the impacted area.
- C. Consideration of available disaster housing options and strategies should promote linkages between housing, transportation, the environment and employment centers.
- D. Disasters may result in widespread contamination of an area, thus rendering it unable to host a disaster housing strategy. Disaster housing options and strategies may have to consider the relocation of the whole community for an extended period of time or possibly forever.
- E. Disaster housing options and strategies will be affected by the location of the disaster. Some areas may have less interim housing options available to them in the form of rental units available in the community that could be used by displaced individuals and families.
- F. Population density will need to be considered when determining the types of disaster housing options and strategies to utilize.
- G. Disaster housing options and strategies will need to address the needs of the entire community including children; individuals supported by service animals; individuals with limited English proficiency; individuals with disability, access and functional needs (as defined by Title II of the Americans with Disabilities Act of 1990, as amended by the ADA Amendments Act of 2008, P.L. 110-325); low income populations; pets; renters; senior citizens; separated households; veterans; undocumented individuals and homeless individuals. Some of these individuals may be reluctant to participate in government-sponsored housing options.

III. Critical Assumptions

- A. Individuals, families, business leaders and local officials affected by the disaster will desire disaster housing options and strategies that are designed to keep their communities intact.

- B. Rental resources will be extremely limited in an area that experiences a catastrophic disaster.
- C. Supplies of construction materials and labor will be in short supply following a catastrophic event.
- D. The extent of the infrastructure damage will affect the pace of the rebuilding and recovery efforts.
- E. Facilities to accommodate individuals with functional needs will be inadequate to house the number of individuals affected.
- F. Catastrophic events will require innovative approaches beyond traditional housing methods to provide sufficient resources to meet the need.

IV. Phases of Disaster Housing

The five phases of disaster housing are important to the overall disaster housing options and strategies utilized during recovery. This *Annex* addresses housing assistance needs that may occur from a wide range of disasters – small scale disasters with less affect on the housing stock to large scale catastrophic disasters that affect a substantial portion of the population. As a result, it may not be necessary to utilize each of the five phases during the recovery process.

Disaster housing options and strategies should begin with setting clear expectations among all involved in the planning process. The local community should be involved along with state and federal partners to determine the types and location of disaster housing options and strategies to utilize. The disaster housing planning process will also need to consider the broader issues of the community with respect to access to work, schools, community services, public services such as utilities, public safety such as police and fire, medical facilities, and transportation needs.

Disaster housing options provided may overlap from one phase into another phase based on the magnitude of the disaster. Whenever possible, disaster survivors will be placed into Permanent Housing options which may assist them in obtaining self-sufficiency in order to recover from the disaster in a more expedient manner. For example, if a renter is displaced at the time of a disaster, the disaster housing option selected should be to place the disaster survivor into a permanent rental unit rather than a temporary housing unit (i.e., travel trailer) as this will expedite their recovery from the disaster and ensure for their self-sufficiency.

A. Phase 1: Preparedness

Preparedness activities may contribute to a timely and effective response following a disaster. Pre-disaster planning activities at the local and state level can reduce a disaster's affect on individuals, families, businesses and the community as a whole. This may result in a more organized response and timely recovery from the disaster. Through the development of this *Annex*, the involved state agencies gained the advantage of establishing working relationships prior to a disaster which may aid in a successful implementation of the *Annex*. In addition, pre-identification of the types of housing options available will lend itself to timely implementation of this *Annex* at the time of a disaster.

B. Phase 2: Short-Term Sheltering

This phase provides for the immediate housing of individuals and families who may have been displaced by a disaster. During a large-scale or catastrophic disaster, extended shelter stays may be required until Interim and/or Permanent Housing can be established. Activities pertaining to this phase are covered in the IEOB ESF-6, Mass Care Annex and, therefore, are not included in this *Annex*. The American Red Cross (ARC) is the lead agency for ESF-6, Mass Care.

C. Phase 3: Interim Housing (usually up to 18 months)

The focus of this Phase is on re-establishing the household or family and enabling them to work towards a permanent housing solution and self-sufficiency. During this phase individuals and families should have access to essential support services such as social services and community support groups. The goal is to provide safe, sanitary, functional and physically accessible interim housing while repairs and rebuilding are in progress or while disaster survivors seek another form of suitable permanent housing.

When there is a major disaster declaration which includes Individual Assistance, the Individuals & Households Program (IHP) will be available to assist disaster survivors in their recovery process during this Phase. The IHP can provide Interim Housing in the form of grant funds to cover rental costs for a one or two month initial period; grant funds to repair the home to make it safe, sanitary and secure; and/or grant funds to replace a destroyed home up to the maximum IHP grant amount. This grant amount is adjusted annually based on the Consumer Price Index (CPI).

D. Phase 4: Permanent Housing

The focus of this Phase is on rejoining the household with the community. Disaster housing options and strategies should be suitable to the individual or family and be self-sustainable. Numerous decisions will need to be made by all involved entities that are implementing this *Annex* and those organizations that comprise the long-term recovery committee with regards to land use decisions, infrastructure restoration, provision of vital community services, and other long range goals related to mitigation to ensure a similar event in the future will not have the same devastating consequences.

E. Phase 5: Mitigation

Mitigation activities implemented after a disaster, whether a small event or a catastrophic event, will benefit from risk reduction when a community decides to rebuild stronger in order to reduce repeat losses. For damages that are not preventable, appropriate insurance coverage by individuals and businesses allows the community to be more resilient in that they have the financial resources to recover more quickly.

All hazard mitigation projects within the State of Illinois are designed to reduce the impact of disasters in reference to one or more of the following six categories:

1. Prevention: Actions intended to keep a hazard risk problem from getting worse.
2. Property Protection: Actions used to modify buildings subject to a hazard risk, or their surroundings, rather than to prevent the hazard from occurring.
3. Public Education and Awareness: Actions that inform and remind people about hazardous areas and the actions necessary to avoid potential damage and injury.
4. Natural Resource Protection: Actions intended to reduce the intensity of hazard effects as well as to improve the quality of the environment and wildlife habitats.
5. Critical Facilities Protection: Effort to protect buildings that are vital to the public safety needs within jurisdictions.

6. Structural Projects: Actions that involve construction of manmade structures to control hazards; i.e., dams, levees, dikes and seawalls.⁶

V. Concept of Operations

A. General

This *Annex* may be implemented based on the disaster housing needs of individuals and families as a result of a major disaster in the State of Illinois. Residential dwellings may be destroyed or may be uninhabitable for an extended period of time after the disaster. This *Annex* focuses on housing assistance that may be available from various sources during the different phases of recovery. As a result, the State of Illinois has identified several phases to differentiate between the types of disaster housing options and strategies that may be required during the recovery process.

The Short-Term Sheltering Phase includes actions needed during the immediate response to an event and are covered in the IEOP ESF 6, Mass Care Annex. Two other phases are the Interim Housing Phase (up to 18 months) and the Permanent Housing Phase (long-term) which may overlap during the recovery effort in order to move individuals into the most suitable type of housing based on the circumstances of the disaster and the needs of the individual. During long-term recovery activities attention should be focused on the preparedness and mitigation phases when developing disaster housing options and strategies because they can contribute to reducing the impact of disaster-related damages in the future.

This *Annex* will attempt to identify state agency programs and/or subject matter experts that can assist a wide array of individuals including children; individuals supported by service animals; individuals with limited English proficiency; individuals with disability, access and functional needs; low income populations; pets; renters; senior citizens; separated households; veterans; undocumented individuals; and homeless individuals.

The programs available to individuals as a result of a major disaster during the Interim and Permanent Housing Phases are explained further in section VI “Housing Programs – State Level and Federal Level”.

B. Key Principles and Policies

1. The ADHWG will be called upon when it is determined that additional state agency involvement is needed to meet the needs of

⁶ State of Illinois, 2010 Illinois Natural Hazard Mitigation Plan, October 2010, page IV-62.

disaster survivors, in whole or in part. It may not be necessary to activate the entire ADHWG but only select agencies dependent upon the magnitude of the disaster housing mission and the housing need that has been identified.

2. The ADHWG will work with the NDHTF and FEMA to leverage all available programs at the federal level.
3. Housing options and strategies must be identified quickly and provided efficiently to affected individuals, families and communities.
4. Housing options and strategies should advance community recovery efforts by meeting the post-disaster housing needs of individuals and families.
5. Housing options and strategies must be scalable and flexible in order to support small events as well as catastrophic events.
6. Housing options and strategies will be targeted to the whole of the community, which includes children; individuals supported by service animals; individuals with limited English proficiency; individuals with disability, access and functional needs; low income populations; pets; renters; senior citizens; separated households; veterans; undocumented individuals; and homeless individuals.

C. Organization and Assignment of Responsibilities

The local community has a key role in identifying various disaster housing options and strategies based on the magnitude of the disaster, the unique characteristics of their communities, and the diverse needs of their residents including those individuals with disability, access and functional needs.

Participation from the local community will need to include the emergency management staff, the mayor and/or city manager, local and county public housing authorities, and county officials. In addition, participation from the private sector representing the affected areas to ensure business interests are addressed and also individuals from the schools, churches, non-governmental organizations and volunteer organizations that are participating in the recovery efforts may be beneficial to the process.

Involvement at the state level will include various state agencies to implement available housing assistance programs and/or to provide personnel with subject matter expertise to deal with other facets of

implementing the housing options and strategies during the recovery process. In addition, other state agencies that are identified in the IEOP may be requested to provide support services necessary to carry out disaster housing options and strategies. Support services provided would be within the context of the roles and responsibilities identified in the IEOP.

IEMA will be the initial coordinating agency during the Interim Housing Phase between the federal agencies, the state agencies and the local community that have a role in providing disaster housing options and strategies to individuals and families affected by a disaster. As long-term disaster housing activities transition to the Permanent Housing Phase, it may be necessary to transition this coordination role to the ADHWG to lead the overall long-term recovery activities related to permanently housing disaster survivors.

The federal government has an integral role to play in the housing options and strategies available to individuals and communities when a major disaster has been declared for the affected area. The NDHTF serves as an advisory body to provide leadership, advocacy and multi-agency focus and coordination to address national disaster housing related issues.⁷ In addition to the identified or referenced program areas in this *Annex*, FEMA can take the following actions to assist the state in reaching out to individuals:

- Increase the capacity to register individuals for assistance
- Accelerate housing inspections
- Publicly disseminate housing information to individuals
- Support long-term recovery committee activities
- Provide crisis counseling, case management and other support services
- Provide support through the NDHTF⁸

Private sector involvement is necessary in order to provide essential services to individuals, families and communities affected by a disaster. Essential services include, but are not limited to, water, power, communications, transportation and medical care which are needed for the recovery phase of a disaster to move forward. Other services which encourage residents to remain in the area during recovery activities come from grocery stores, pharmacies, gas stations and building supply stores. Without these services available to the residents, the affected area will encounter additional obstacles on its road to recovery.

⁷ National Disaster Housing Task Force Concept of Operations, November 17, 2010 (Draft)

⁸ FEMA Disaster Temporary Housing Operational Guide (DRAFT version)

Volunteer organizations, including National and state Volunteer Organizations Active in Disasters (VOAD) members may facilitate collaboration, communication, cooperation and coordination among numerous volunteer groups to address the needs of the affected individuals and families in order to take full advantage of limited funding that may be available.

Non-governmental organizations may have a foothold in the community as a result of previous missions they have undertaken in the community. After a disaster, they may be utilized to provide or help locate community-based childcare support, emotional support and case management services. Some NGOs can also assist in the repair and clean-up of damaged homes and community facilities by providing labor, tools, materials and/or equipment. They may also assist in reconnecting people with disabilities to assistive technology, durable medical equipment and other independent living services. They may also play a pivotal role in the repair and construction of essential community facilities and restoring community-based services.

D. Communications

During times of non-disaster activity, the state agencies identified in this *Annex* may have interaction when the Illinois Housing Task Force (IHTF) conducts their quarterly meetings and/or during quarterly meetings of the IHTF Interagency Subcommittee. Additional meetings may occur with a focus on various topics related specifically to disaster housing issues.

In addition, state agencies may be contacted when a disaster in the State of Illinois requires the administration of federal disaster assistance programs. Contact may include a request for information or it may be an advisory notice as to whether a disaster housing mission may necessitate involvement of state agencies identified in this *Annex*.

E. External Affairs

FEMA initially provides the external affairs communications to the public and media during direct housing missions. These missions are generally initiated during the Short-Term Sheltering and Interim Housing Phases. Coordination with the state Public Information Officer (PIO) will be needed to ensure for a consistent message to the public.

External affairs communications with the public and media regarding the actions that are being taken to formulate disaster housing strategies and to provide disaster housing options to disaster survivors will be initiated in accordance with the IEOP ESF-15 External Affairs Annex.

F. Resources

Various resources will be utilized to assist disaster survivors in locating housing during the Interim and Permanent Housing Phases. One such resource is the Housing Locator website developed and maintained by the Illinois Housing Development Authority (IHDA). In addition, FEMA also maintains a housing portal for use by disaster survivors.

1. IHDA: www.ilhousingsearch.org/
2. FEMA: <https://asd.fema.gov/inter/hportal/home.htm>

VI. Housing Programs

A. State Level

Programs made available by the State of Illinois for disaster survivors will be subject to budgetary constraints at the time of implementation. State of Illinois programs will not duplicate benefits provided by FEMA disaster assistance programs or other federal agency programs.

1. Phase 3: Interim Housing (usually up to 18 months)

During this phase, the State of Illinois will utilize disaster housing options provided by FEMA under the Stafford Act and the Individuals & Households Program (IHP).

2. Phase 4: Permanent Housing

The majority of programs and resources at the state level that may be available for disaster survivors will be utilized during the Permanent Housing Phase. This will allow the FEMA and the Small Business Administration (SBA) programs to meet the disaster survivors' needs in the Interim Housing Phase.

Programs provided by the State of Illinois are not specifically designated for disaster housing purposes. As a result, waivers and/or reprogramming of funds may be required before implementation of the programs for disaster housing in the State of Illinois.

Programs that may be available to assist during this Phase are outlined in the reference document titled "State of Illinois Housing Assistance Programs for Major Disaster Declarations".

B. Federal Level

Programs made available by federal agencies for disaster survivors will be subject to budgetary constraints at the time of administration.

The Rehabilitation Act of 1973 (as amended) and the Architectural Barriers Act of 1968 apply to all entities that receive federal financial assistance regardless of whether they are a governmental agency, a private organization or a religious entity. Recipients of federal financial assistance may also be subject to other laws arising out of their status as state or local agencies, or sub-recipients and grantees of entities that receive federal dollars, or private entities that provide goods, services or accommodations to the public.

1. Phase 3: Interim Housing (usually up to 18 months)

Housing options available from FEMA during this phase are offered through various components of the Individuals and Households Program (IHP) which are normally available for up to 18 months from the date of a disaster being declared a major disaster. Assistance provided may take the form of financial assistance (grant assistance to individuals) or direct assistance (temporary housing units provided directly to disaster survivors).

Additional details on each program can be obtained from the National Disaster Housing Strategy, Annex 7, Summary of Guidance on Disaster Housing Assistance Available under the Stafford Disaster Relief and Emergency Assistance Act, including Eligibility Criteria and Application Procedures.

<http://www.fema.gov/emergency/disasterhousing/annexes.shtm>

2. Phase 4: Permanent Housing

Additional details on each program within this phase can be obtained from the National Disaster Housing Strategy, Annex 1, Overview of Disaster Housing Programs for Federal, State, Tribal, and Local Government and Nongovernmental Organizations and Annex 3, Summary of Programs for Special Needs and Low-Income Populations, Including Provision of Housing Units for Individuals with Disabilities.

<http://www.fema.gov/emergency/disasterhousing/annexes.shtm>

VII. State Agency Roles and Responsibilities

The Intergovernmental Cooperation Act [5 ILCS 220/1 et seq.] permits agencies of the State of Illinois and other governmental units to cooperate together in the performance of their responsibilities by contracts and other agreements (i.e., intergovernmental agreements).

A. Illinois Capital Development Board (CDB)

The Capital Development Board will:

1. maintain a list of pre-qualified architectural and consulting/engineering firms which can be used on a contractual basis during emergencies,
2. maintain a list of pre-qualified contractors which can be used on a contractual basis during emergencies, and
3. contract with architects, engineers and contractors, on behalf of IEMA, for such services as may be necessary to prepare sites for temporary housing.

B. Illinois Department on Aging (IDoA)

Through its Area Agencies on Aging (AAA), IDoA will:

1. notify the AAA when a Gubernatorial or Presidential disaster declaration is issued and determine the role of aging programs in providing disaster housing assistance,
2. work with the AAA in assessing the effect of the disaster on older persons and conveys assessments to IEMA and the Administration on Aging – Region V,
3. access and provide available supplemental funding to the AAA and service providers for authorized expenses incurred in providing disaster services, and
4. provide staff to assist in the implementation of this *Annex* at the time of a major disaster declaration.

C. Illinois Department of Children & Family Services (DCFS)

As part of its goal to protect children by strengthening and supporting families, DCFS will:

1. provide housing advocacy services and cash assistance to prevent children from being placed in foster care or to allow children to return home from foster care if the risk or barrier is a subsistence issue such as inadequate housing,
2. provide housing advocacy services and cash assistance to stabilize a youth under 21 years of age, and
3. provide program administration staff to assist in the implementation of this *Annex* at the time of a major disaster declaration.

D. Illinois Department of Human Rights (IDHR)

Through its mission to establish and promote equal opportunity and affirmative action, IDHR will:

1. provide experts on housing discrimination,
2. provide staff to counsel individuals and handle inquiries from the public to determine if they may have been discriminated against and whether a discrimination charge can be filed,
3. attempt to conciliate the charge to obtain a voluntary settlement that is satisfactory to the individual and the housing provider, and
4. if evidence of discrimination is found, litigate the case at the Human Rights Commission in accordance with the Illinois Human Rights Act and Regulations.

E. Illinois Department of Human Services (IDHS)

In order to assist disaster survivors in achieving maximum self-sufficiency with regards to housing,

1. The Bureau of Title XX Social Services will:
 - a) provide support to persons in need of emergency, transitional or support housing for persons with disabilities,
 - b) be responsible for submitting the state's intended use plan for the state's allocation for the Social Services Block Grant (SSBG),

- c) be responsible for amending the state's intended use plan for SSBG funds at the time of a disaster if funds are to be reprogrammed,
 - d) provide staffing to administer the SSBG which may include the provision of housing assistance, and
 - e) coordinate interaction with community not-for-profits, local governments, and other social service agencies.
2. The Bureau of Homeless Services and Supportive Housing will:
 - a) be responsible for administering the Homeless Prevention Program.

F. Illinois Department of Public Health (IDPH)

As part of its mission to promote the health of the people of Illinois including those with HIV/AIDS, IDPH, through their Housing Coordinator, will:

1. assist and identify provisions for eligible households to ensure the continuity of housing and support services for low income persons living with HIV/AIDS and their families,
2. request a waiver from the U.S. Housing and Urban Development (US-HUD) of Housing Opportunities for Persons With Aids (HOPWA) requirements to facilitate assistance to displaced persons, and
3. provide limited staff to assist in the implementation of this *Annex* at the time of a major disaster declaration.

G. Illinois Emergency Management Agency (IEMA)

The IEMA has the responsibility and the capability to coordinate the overall effort of disaster housing, IEMA will:

1. serve as the primary point of contact with FEMA when disaster housing missions are required,
2. provide staff to coordinate the interaction between the local community, the state Ad hoc Disaster Housing Work Group (ADHWG), and the National Disaster Housing Task Force (NDHTF) to initiate a housing strategy,

3. IEMA is charged with coordinating the overall emergency management program of the state, including cooperating with governmental entities in implementing emergency management programs for the mitigation, response and recovery efforts necessitated by disasters. To accomplish this, IEMA's powers include establishing authorization and procedures for the erection or other construction of temporary works designed to mitigate danger, damage or loss from disasters, including to make provision for the availability and use of temporary emergency housing for citizens of this state who are displaced by disasters. In carrying out these responsibilities, IEMA and other political subdivisions of the state may utilize the services, equipment, supplies and facilities of existing offices, departments and agencies of the state [20 ILCS 3305/1 et seq.].
4. coordinate the public messaging with the local community to inform citizens and stakeholders about the housing mission during the interim and permanent housing phases utilizing the IEOP ESF 13, External Affairs Annex, and
5. promote the use of mitigation practices during the rebuilding phase in order to reduce future damages.

H. Illinois Housing Development Authority (IHDA)

Through its mission to finance creation and preservation of affordable housing for low and moderate income individuals throughout the state, the IDHA will

1. Provide, when requested, a listing of property managers and types of units that may be available (i.e., elderly, assisted living, functional needs) to IEMA for use in researching available housing units for disaster survivors.

VIII. Plan Implementation and Maintenance

State agencies which have a role in the implementation of this *Annex* will develop and maintain appropriate standard operating procedures (SOPs) or other guidance documents as necessary for the identified programs and/or activities for which they may have a role and responsibility in implementing.

State agencies identified in this *Annex* will be contacted periodically to review changes and/or new content to this *Annex*. It is anticipated that a plan review will be conducted on a yearly basis and possibly after the *Annex* has been implemented at the time of a major disaster which required a disaster housing mission.

Changes to this *Annex* will occur on a continual basis as issues are identified during routine planning meetings and/or actual events. Other factors that may result in changes occurring to this *Annex* may include legislative changes, lessons learned from past events, and changes in State programs.

IX. Authorities

Illinois Emergency Management Agency Act (20 ILCS 3305)

Intergovernmental Cooperation Act (5 ILCS 220)

Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended, 42 U.S.C. 5121-5207 and related authorities)

Illinois Human Rights Act, 775 ILCS 5/

The Rehabilitation Act of 1973, as amended

Titles II of the Americans with Disabilities Act of 1990, as amended by the ADA Amendments Act of 2008, P.L. 110-325

Architectural Barriers Act of 1968, as amended

X. References

Illinois Emergency Operations Plan (IEOP), as amended

Illinois Natural Hazard Mitigation Plan, as amended

National Response Framework, as amended

National Disaster Recovery Framework, September, 2011

National Disaster Housing Strategy and Annexes, January 16, 2009

National Incident Management System, as amended

Department of Human Rights Rules & Regulations, Title 71, Part 2300, Housing Discrimination

Governor's Workshop on The Great Flood of 1993: Long-Term Approach to the Management of the Mississippi and Illinois Rivers Including Lessons Learned and Information Gaps, March 1, 1994

Interagency Hazard Mitigation Team Report, FEMA-DR-997-IL, Out of the Mud, Sustainable redevelopment of flood damaged towns, by Gil Friend, Fall 1994, Page 6

New Madrid Seismic Zone Catastrophic Earthquake Response Planning Project, Impact of New Madrid Seismic Zone Earthquake on the Central U.S., State of Illinois, Mid-America Earthquake Center Report No. 09-03, October 2009

Housing Flood Relief Programs Available in Illinois' Federally Declared Disaster Areas, 1993 Midwest Floods, Rev. October 21, 1993

Letter from Director Damon T. Arnold, M.D., M.P.H., Illinois Department of Public Health, to Mr. Dave Smith, Springfield, 22 July 2008, Indoor Air Levels of Formaldehyde

State of Illinois Housing Assistance Programs for Major Disaster Declarations, as amended

XI. Definitions

Access and Functional Needs: The term "access and functional needs" means accommodating individuals with disabilities as defined by the ADA Amendments Act of 2008, P.L. 110-325 so they maintain their independence. Meeting access and functional needs may include modifications to programs, policies, procedures, architecture, equipment, services, supplies and communication methods. Examples of "access and functional needs" services may include a reasonable modification of a policy, practice or procedure, or the provision of auxiliary aids and services to achieve effective communication, such as, among many others: (1) an exception for service and emotional support animals in an emergency shelter where there is a no-pets policy; (2) the provision of way-finding assistance to someone who is blind to orient to new surroundings; (3) the provision of transferring and toileting assistance to an individual with a mobility disability; and (4) the provision of an interpreter to someone who is deaf and seeks to fill out paperwork for public benefits.

Individuals with "access and functional needs" are children and adults who may have physical, sensory, mental health, cognitive and/or intellectual disabilities affecting their ability to function independently without assistance. Others who may have access and functional needs include women in late stages of pregnancy, seniors and those needing bariatric equipment or communications assistance.

Direct Housing Assistance: Temporary housing units, acquired by purchase or lease, provided directly to individuals or households who, because of a lack of available housing resources, would be unable to make use of the temporary housing financial assistance.

Disability/Individual with a Disability: The term “individual with a disability” refers to “a person who has a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such impairment, or a person who is regarded by others as having such an impairment.” This definition was established by the Americans with Disabilities Act (ADA). The term "disability" has the same meaning as that used in the ADA Amendments Act of 2008, P.L. 110-325, as incorporated into the ADA. See <http://www.ada.gov/pubs/ada.htm> for the definition and specific changes to the text of the ADA. State laws and local ordinances may also include individuals outside the federal definition.

Disaster Housing Options: The array of possible choices of disaster housing assistance that can be provided through federal agencies, state agencies or programs available within the local community. The choices available will be inclusive to all population sectors. Disaster housing options must include a sufficient range of options that are compatible with the community characteristics, including population density, climate, geography and land availability. They must be safe, durable, physically accessible and cost effective.

Disaster Housing Strategies: Developed by the local community in conjunction with the state and federal governments which outline the various options that a local community may adopt during the Permanent Housing Phase. The strategies may include what existing housing resources are available in the community or those that could be brought in to meet the disaster survivors’ needs. The strategy may include the housing options available and identify available land and buildings. It may include details on feasibility, timeliness and quantity of units needed. It may identify local constraints and barriers.

Household Pet: A domesticated animal, such as a dog, cat, bird, rabbit or turtle that is traditionally kept in the home for pleasure rather than for commercial purposes, can travel in commercial carriers, and be housed in temporary facilities. Household pets do not include reptiles (except turtles), amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes. (FEMA DAP9523.19)

Interim Housing: Safe and secure temporary housing that meets the physical accessibility needs of the household and includes essential utilities, access to areas for food preparation, and bath facilities in a context that allows a family to live together with a reasonable amount of privacy for a period generally up to 18 months. Also referred to as Temporary Housing in the context of FEMA programs per Section 408 of the Stafford act.

Local Community: Includes, but not limited to, local government officials, public housing authorities, emergency management staff, private sector representatives from the affected jurisdiction, and possibly individuals from schools, churches, non-governmental organizations and volunteer organizations.

Low Income: Federal agencies and programs may—within the boundaries set by federal law—establish their own guidelines for defining low-income populations. For the purposes of this document, low-income populations are defined as such by the agencies determining program eligibility:

- HUD: HUD defines a low-income household as a household whose total income does not exceed 80 percent of the median income for the area, as determined by HUD, with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 80 percent of the median for the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes. HUD income limits are updated annually and are available from local HUD offices for the appropriate jurisdictions.
- HHS: The Department of Health and Human Services (HHS) does not define “low-income,” but it issues poverty guidelines in the Federal Register each year for use in determining eligibility for certain of its means-tested programs. These guidelines simplify poverty thresholds issued by the Census Bureau for use for administrative purposes such as determining financial eligibility for certain federal programs.

Permanent Housing: Safe, sanitary and secure housing that can be sustained without continued disaster-related assistance.

Self-Sufficiency: The ability to obtain non-disaster funded housing that is safe, sanitary and meets the needs of the individuals or families residing there.

Service Animal: Any guide dog, signal dog or other animal individually trained to provide assistance to an individual with a disability including, but not limited to, guiding individuals with impaired vision, alerting individuals with impaired hearing to intruders or sounds, providing minimal protection or rescue work, pulling a wheelchair or fetching dropped items. (FEMA DAP9523.19)

Sheltering: Housing that provides short-term refuge and life-sustaining services for disaster survivors who have been displaced from their homes and are unable to meet their own immediate post-disaster needs.

Temporary Housing: Temporary accommodations provided by the federal government to individuals or families whose homes are made unlivable by an emergency or a major disaster. *44 CFR 206.111*

Temporary Housing Unit: Manufactured housing, recreational vehicle or other readily fabricated dwelling (e.g., pre-fabricated dwelling).